

Message Text

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E.O.11652: GDS

TAGS: PGOV, PFOR, WB, GE, GW, UR

SUBJECT: GDR PROPOSAL FOR S-BAHN NEGOTIATIONS

REF: USBERLIN 302

1. SUMMARY: SENAT HAS CONFIRMED TO GDR THAT IT HAS NO INTEREST IN NEGOTIATIONS ON S-BAHN, AND GDR HAS RESPONDED WITH NEW THREAT TO REDUCE OR TERMINATE SERVICE. WHILE NEITHR ALLIES NOR SENAT EXPECT ANY SUDDEN DRAMATIC DEVELOPMENTS, SENAT HAS SUGGESTED THAT ALLIED-SENAT WORKING GROUP REVIEW POSSIBLE IMPLICATIONS OF REDUCTION OR TERMINATION OF S-BAHN SERVICE. ALLIES HAVE ALSO AGREED IN PRINCIPLE TO SENAT REQUEST THAT THEY SPEAK INFORMALLY TO SOVIETS ABOUT MATTER,BUT WILL DELAY SUCH AN APPROACH FOR TIME BEING LEST IT BECOME COFUSED WITH QUESTION OF REICHSBAHN CO MPLIANCE WITH ALLIED ORDER ON CONSTRUCTION PROJECTS IN WEST BERLIN INVOLVING CITY'S TRAIN CONNECTIONS TO FRG. END SUMMARY.

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2. SENAT RESPONDED TO GDR FOREIGN OFFICE INVITATION

TO" CONTINUE" DISCUSSIONS ON S-BAHN EITHER FEBRUARY 20 OR 23 BY HAVING VISITS ARRANGEMENT PLENIPOTENTIARY KUNZE SEND BRIEF TELEX TO HIS GDR OPPOSITE NUMBER MITDANK CONFIRMING THAT SENAT POSITION WAS AS STATED BY HIM AT FEBRUARY 12 MEETING, I.E., SENAT DOES NOT WISH TO NEGOTIATE WITH GDR ON SUBJCT FOR WHICH REICHESBAHN AND ALLIES ARE COMPETENT. KUNZE RECEIVED " PERSONAL" LETTER FEBRUARY 24 FROM HIS INFORMAL GDR CONTACT PROFESSOR SEIFFERT WHICH SAID THAT IF SENAT REALLY INTENDED TO REJECT MITDANK'S OFFER IT WAS LIKELY THAT S-BAHN TRAFFIC WOULD HAVE TO BE REDUCED IN WESTERN SECTORS OR CUT OFF ENTIRELY. QUICK SEIFFERET LETTER WAS BIT OF A SURPRISE SINCE HERETOFORE SEIFFERT HAD BEEN SUGGESTING TO KUNZE THAT MITDANK WAS PURSUING FOREIGN OFFICE MAXIMALIST POSITION AND THAT OTHER CHANNELS MIGHT ALSO BE POSSIBLE . HEAD OF SENAT CHANCELLORY HERZ TOLD ALLIED SENAT LIAISON OFFICERS THAT SENAT CONSIDERED SEIFFERT'S LETTER INDICATION THAT THERE IS NO ONLY ONE HARD-LINE GDR POSITION, WHETHER BLUFF OR NOT, AND THAT SENAT HAD LITTLE CHOCIE BUT TO CONTINUE TO REFUSE PREJUDICIAL NEGOTIATIONS GDR FOREIGN OFFICE WAS DEMANDING. HE SAID SENAT WOULD SOON MAKE FORMAL PROPOSAL TO ALLIES FOR FORMATION OF WORKING GROUP TO STUDY IMPLICATIONS OF POSSIBLE GDR ACTIONS AND THAT SENAT HOPED ALLIES WOULD IN MENATIME SPEAK TO SOVIETS.

3. ANY INITIAL GDR ACTION ON S-BAHN WOULD, IN BOTH SENAT AND ALLIED VIEW, MUCH MORE LIKELY BE ALONG LINES OF RATIONALIZATION OF SERVICE, FOR EXAMPLE ELIMINATION OF FEW OF MOST UNPROFITABLE RUNS OR REDUCTION IN NUMBER OF TRAINS, NOT FULL DISRUPTION OF SERVICE. THERE REMAINS POSSIBILITY ALSO THAT GDR ACTION IS ESSENTIALLY A BLUFF IN EFFORT TO OBTAIN HARD CURRENCY BUT THAT GDR WILL NOT, EVEN IF NO MONEY IS FORTHCOMING, VOLUNTARILY RENOUNCE PRESTIGE AND STATUS ADVANTAGES IT GAINS FROM RUNNING S-BAHN IN WEST BERLIN. ALSO, AS NOTED REFTEL, NEITHER SENAT NOR ALLIES CONSIDER THAT REDUCTION OR TERMINATION OF S-BAHN SERVICE WOULD CREATE PRACTICAL TRANSPORT

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PROBLEM FOR CITY. ALLIED POLADS HAVE AGREED, HOWEVER, THAT A UNILATERAL ACTION WOULD CREATE PUBLIC PRESSURES ON ALLIES TO "DO SOMETHING" SINCE REICHESBAHN'S COMPETENCE OVER S-BAHN STEMS FROM FOUR POWER UNDERSTANDINGS IN IMMEDIATE POST-WAR PERIOD. FROM WESTERN POINT OF VIEW, BEST THING WOULD ALMOST SURELY BE FOR STATUS QUO TO BE MAINTAINED. POLADS WERE INITIALLY RELUCTANT TO CONTEMPLATE APPROACH TO SOVIETS UNTIL

SENAT DESIRES ONGDR PROPOSAL WERE CLEAR. NOW THAT
SENAT HAS TAKEN APPARENTLY FIRM FPOSTION, POLADS
CONSIDER THAT INFORMAL CONVERSATION BETWEEN CHAIRMAN
POLAD AND KHOTULEV MIGHT SERVE FOLLOWING PURPOSES:
A) REMIND SOVIETS THAT IT IS IN THEIR INTEREST AS
WELL AS OURS THAT GDR NOT TAKE UNILATERAL ACTIONS OF
SORT THAT MIGHT REQUIRE ALLIED COUNTER ACTIONS AND
DISTURB QUIET SITUATION THAT HAS MARKED REICHSBAHN
OPRATIONS IN WESERN SECTORS IN RECENT YEARS:B)
RESERVE ALLIED LEGAL POSITION THAT REICHSBAHN HAS
ONLY OPERATING LICENSE IN WESTERN SECTORS, NOT SOVEREIGNTY
OVER PROPERTY, IN EVENT THAT ALLIES MIGHT AT SOME
POINT IN FUTURE HAVE TO CONSIDER AUTHORIZING SENAT TO
TAKE UNDER ITS ADMINISTRATION PROPERTY, SUCH AS
STATIONS, THAT REICHSBAHN HAS WITHDRAWN FROM SERVICE;
C) LAY BASIS FOR QUADRIPARTITE COVER TO ANY FUTURE
DISCUSSIONS THATSENAT, DESPITE ITS PRESENT POSITION,
MAY EVENTUALLY, WISH TO CONDUCT.

4. POLADS CONSIDRED, HOWEVER, THAT THERE WAS NOT
IMMEDIATE NEED TO RAISE SUBJCT WITH SOVIETS AND THAT,
TACTICALLY, IT WOULD BE PREFERABLE TO DELAY APPROACH
UNTIL AFTER REICHSBAHN CONSTRUCTION QUESTIONS RELATED
TO DECEMBER 19 INNER-GERMAN AGREEMENT HAVE BEEN
RESOLVED(USBERLIN 378). FOLLOWING ARE TALKING POINTS
TENTATIVELY APPROVED BY POLADS FOR USE AT THAT LATER
TIME:

A. AS SOVIETS WILL KNOW, GDR FOREIGN OFFICE HAS
RECENTLY SOUGHT TO ENGAGE SENAT IN NEGOTIATIONS ON
SUBSIDY FOR S-BAHN ALLEGING THAT IT IS NO LONGER
ACCEPTABLE FOR REICHSBAHN TO PROVIDE SERVICE WITHOUT
AN AGREEMENT AND THREATENING THAT REICHSBAHN IS NO
LONGER PREPARED TO BEAR SOLE COST FOR THIS SERVICE.

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SENAT HAS INFORMED GDR THAT IT HAS NO INTEREST IN
SUCH NEGOTIATIONS.

B. ALLIES SEE NO NEED FOR ANY NEGOTIATIONS. REICHS-
BAHN SERVICES FOR WESTEERN SECTORS OF BERLIN WERE
AGREED TO BY FOUR POWERS MANY YEARS AGO AND ARE PART
OF EXISTING SITUATION IN CITY WHICH ALL SIDES HAVE
AGREED SHOULD NOT BE CHANGED UNILATERALLY. THERE IS
NO NEED FOR FURTHER AGREEMENTS, CERTAINLY NOT BETWEEN
GDR AND SENAT.

C. SOVIETS KNOW OUR VIEWS ON LEGAL STATUS OF REICHSBAHN
OPERATIONS IN WESTERN SECTORS, AND WE KNOW THEIRS.
WE WILL CONTINUE TO TAKE WHATEVER MEASURES WE NEED TO
TAKE IN CONCRETE SITUATIONS CONCERNING REICHSBAHN
AFFAIRS, BUTWE THINK IT IS IN COMMON QUADRIPARTITE
INTEREST AND RESPONSIBILITY THAT REICHSBAHN SITUATION

CONTINUE TO REMAIN QUIET.GEORGE

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